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County Outdoor Relief in California

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INTRODUCTORY.

This bulletin aims to present the salient facts concerning the administration of public relief to the poor in their own homes in California.

This form of relief (commonly called outdoor relief) is but one branch of the established public relief system. Preliminary to a discussion of outdoor relief therefore it seems necessary and desirable to outline briefly the complete scheme of California poor relief.

Such an outline will show the distribution of responsibility for the care of public dependents between the state and county governments on the one hand and between institutional and outdoor care on the other.

The California Poor Relief System.

The function of caring for public dependents in California is divided between state and county governments. This division may be shown thus:

I. The State Government.

(*A*) Assumes the care of the dependent,

(1) Insane (almost exclusively).
(2) Blind (almost exclusively).
(3) Feeble-minded (almost exclusively).

(*B*) Co-operates with the county governments in care of,

(1) Orphans, half orphans, abandoned children (who meet certain eligibility requirements and who can show "evidence of need").

(2) Tuberculotics (who are cared for in county hospitals maintained at standard acceptable to State Board of Health).

II. The County Government.

(*A*) Assumes the care of the dependent,

(1) Adults—

(*a*) The aged, the sick, the unemployed or the otherwise incapacitated adult individual.

(*b*) The nonself-supporting family.

(2) Children—Those not eligible for state aid.

(*B*) Co-operates with the state government in the care of,

(1) Orphans, half orphans, abandoned children.

(2) Tuberculotics.

(County provides care for this class in county hospital. State pays county $3 per week, per patient, where hospital meets certain standards.)

Methods of Relief.

The public relief system consists of two branches: (1) institutional relief; and (2) outdoor relief. The relief administered by state and county governments differentiated as between institutional and outdoor may be shown thus:

I. Institutional Relief.

(*A*) The state government,

(1) Maintains,

(*a*) Hospitals for the insane (six institutions).

(*b*) Home for the adult blind (one institution).

(*c*) Homes for the feeble-minded (two institutions).

(2) Assists (by subsidies),

(*a*) Private institutions, societies, and the counties in the care of orphans, half orphans and dependent children.

(*b*) County hospitals (in care of certain tuberculotics).

(*B*) County governments maintain,

(*a*) County hospitals and infirmaries for sick and aged poor. (These are combined hospitals and almshouses, except in three counties where the two departments are in separate institutions.)

II. Outdoor Relief.

(*A*) State government grants outdoor relief only to,

(1) Orphans, half orphans, abandoned children (who meet certain eligibility requirements and who can show "evidence of need").

(*B*) County governments grant outdoor relief to,

(1) Adults,

(*a*) The aged, the sick, or the otherwise incapacitated adult individual.

(*b*) The nonself-supporting family.

(2) Children,

(*a*) Those eligible for state aid.

(*b*) Those ineligible for state aid.

Cost of Public Poor Relief (1916-1917).

1. Cost to state government.	
(*A*) Institutional relief.	
(1) Hospitals for insane	$2,383,150
(2) Home for adult blind	43,055
(3) Home for feeble-minded	443,915
(4) Subsidies to county hospitals	32,100
(*B*) Outdoor relief.	
(1) Care of dependent children	522,000
2. Cost to county governments.	
(*A*) Institutional relief.	
(1) County hospitals and infirmaries	2,738,782
(*B*) Outdoor relief.	
All classes outdoor aid	1,200,441
Grand total	$7,363,443

Summary.

The preceding outline shows briefly that California spent $7,363,443 for the public relief of dependents during the year 1916–1917. Of this amount, $3,939,223 represents the expenditures of the counties while $3,424,220 was the amount spent by the state.

The account given shows also that in the relief of public dependents the state government takes care almost exclusively of the blind, the insane, and the feeble-minded. It also helps orphans, half orphans and abandoned children and in certain instances grants subsidies to county hospitals for the care of tubercular patients.

The responsibility of the counties in poor relief is that of the care of all other dependent classes not cared for by the state and, in addition, co-operation with the state in the care of the orphan children mentioned above.

This is, in outline, the scheme of public poor relief in California. The remainder of this bulletin is a consideration of the facts with respect to the administration of county outdoor relief.

GENERAL METHODS IN OUTDOOR RELIEF ADMINISTRATION.

The State Board of the Charities and Corrections is the state agency for investigating and standardizing all county institutions and the expenditure of all public moneys for the care and maintenance of dependents and delinquents. In the discharge of this duty, it was found that while the expenditure of county funds for "outrelief" (by which is meant relief in the home as distinguished from institutional relief) was a very large item in every county, t was administered in the least businesslike manner of any county work and that the money was spent in many counties without purpose, without system, without record, and without satisfactory results. An important step towards standardizing the outrelief administration was the passage of an act by the legislature of 1917 whereby the State Board of Charities and Corrections was authorized to prescribe forms of relief records to be kept by the county. A conference of county officials was called to discuss present systems and the need for standard uniform records; to this meeting were invited county auditors, county clerks, county relief agents, and county supervisors. A fairly representative group attended the conference and on the basis of their suggestions and the experience gained by agents of the State Board of Charities and Corrections, a minimum record system was worked out and presented to the counties for their adoption and use. This record system includes a face card or history card, forms of application, investigator's report, relief order, and index card. In many counties, the information needed for this record is not available and a campaign for better organization of the county relief work has been inaugurated. In order to suggest the most suitable and useful organization, the state board has made surveys of the outrelief work in various counties and on the findings of such studies has made recommendations to the county board of supervisors for action. It has been found that the county authorities are willing to accept suggestions for improvement of county conditions and the individual county study in every instance has made for better understanding and co-operation between the state and county boards. The plan of study used by the State Board of Charities and Corrections in these county surveys is given herewith. In many counties the complete survey has been made, in others only the outrelief, county hospital and private social agencies have been studied. The extent of the study has been determined by local desires and conditions; the survey has included a great deal of educational work in the various communities leading up to the formation of progressive public sentiment for it is recognized that while the state board may inaugurate

a new movement the development and continuation of the work depends upon local efforts.

General Outline of County Survey as Followed by Agents of the California State Board of Charities and Corrections.

(*A*) County outrelief.
1. Organization and administration.
2. Amount of aid given.
3. Method of distribution. Nature of aid given.
4. Investigation and supervision.
5. Records.
6. Case studies.

(*B*) County hospital.
1. Buildings and equipment.
2. Administration and management. Cost of maintenance.
3. Care of inmates: (*a*) Custodial.
   (*b*) Hospital.
4. Dietary.
5. Records.
6. Types of inmates. Case studies.

(*C*) County probation office and detention home.
1. Administration and policies.
2. Records. Case studies.
3. Detention home: Buildings and equipment.
4. Detention home: Dietary. Length of stay.
5. Detention home: Segregation and supervision of children.
6. Detention home: Education, recreation, discipline.
7. Detention home: Types of inmates; case studies.

(*D*) County jail.
1. Administration and management. Cost of maintenance.
2. Buildings and equipment.
3. Dietary.
4. Segregation and supervision of prisoners.
5. Daily routine. Discipline. Occupation.
6. Types of inmates.

(*E*) Recommendations for improvement.
1. County relief administration.
2. County hospital.
3. County detention home.
4. County jail.

(*F*) Directory of private welfare organizations in county, with short report on objects and work of each, name of secretary, etc.

The outstanding facts concerning the administration of public outdoor relief in California, revealed by surveys made by the State Board of Charities and Corrections, are:

(1) County governments are responsible for the public outdoor care of all dependents in California.
(2) One and one-third million of dollars from county funds annually for outrelief.
(3) Wide variation in methods and results of relief administration exist among counties.
(4) Twelve (12) counties do consistent case work in relief administration.
(5) Seven (7) counties do exceptionally good work in administering outdoor relief.
(6) Thirty-five (35) counties handle cases directly through county boards of supervisors under a procedure which is unsatisfactory.
(7) Chaotic or meagre records of outdoor cases in over thirty (30) counties make it impossible even to get statistics as to number of individuals aided.
(8) Dependent children are inadequately cared for in most counties.
(9) State aid to orphans is not supplemented in many of the counties.

The state law of California places the outdoor care of the poor under the jurisdiction of the county governments. It does not, however, prescribe the procedure which the counties must follow in administering the aid.

A variety of methods have consequently arisen in the counties of the state.

Need of Constructive Methods in Outdoor Relief.

There are at present important weaknesses in the outrelief work of the counties. For the correction of these a constructive program is being suggested by the State Board of Charities and Corrections to include:

(1) Relief officer or officers definitely appointed to administer the outdoor relief; such officers to be chosen on basis of training and experience.
(2) Adequate investigation of every case, and
(3) Proper supervision of all cases placed on the list.

(1) The form of organization which should be behind the relief officer or officers would depend entirely upon local conditions. Only a thorough study of the county could determine exactly which kind of organization would be needed.

(2) The second requisite, adequate investigation, implies investigation which shows the real circumstances of the case. Adequate investi-

gation reveals whether the individual needs relief; what relief is needed, and what proportion of this relief it will be necessary to furnish out of public funds.

(3) Proper supervision demands that every case receiving relief shall be visited at intervals sufficiently frequent to show what the result of relief given is. It demands that in every case, where it is possible to do so, a plan be devised for the establishment of the family on a self-supporting basis at the earliest possible moment, and that all relief given shall be with this plan constantly in mind.

Using constructive methods after this fashion means social service in outdoor relief administration. Until county relief is established on this basis it can not do effective work.

ADMINISTRATIVE METHODS IN CALIFORNIA OUTDOOR RELIEF.

The study of the facts available shows that five distinct systems have developed in the state for the administration of outrelief.

The types of administrative systems and the number of counties using each may be briefly shown as follows:

(1) Outrelief administered by private charity societies acting as paid agent for the county—two counties.
(2) Outrelief administered by county charity officers—four counties.
(3) Outrelief administered by paid trained workers under the direction of an unpaid county department or commission—six counties.
(4) Outrelief investigated by county probation officer, or other appointed agent—twelve counties.
(5) Outrelief administered directly by county boards of supervisors without other investigation or supervision—thirty-two counties.
(6) No outrelief given to adults—two counties.

A brief description of each of these methods is necessary to a clear understanding of them.

1. Public Relief Administered Through Private Agencies.

The first method of poor relief administration is the one established in Alameda County; the same method is used for a portion of Santa Barbara County.

In these counties the task of caring for needy persons has been delegated to private charities. Such societies act as agents for the county. The Oakland Associated Charities and the Berkeley Charity Organiza-

tion Society, each of which is a private organization, administer the bulk of the poor relief in Alameda County. In children's cases the Catholic Ladies Aid Society and the Daughters of Israel assist.

This plan of administration is working out most satisfactorily. The trained employees, using accepted methods of work, investigate each case; give the special kind of help demanded and continue their friendly visiting as long as the case is on the charity list.

2. Relief Administered by the County Charities Office.

Los Angeles, Riverside, Sacramento and San Joaquin counties illustrate the second method of outdoor poor relief in vogue in California. Each of these counties has created a county charities office. In this office the poor relief work of the county is definitely centralized. This office is responsible to the supervisors and to the county for the administration of all outrelief funds.

Los Angeles County, particularly, has started this method on a solid foundation. In the other counties the work is not yet so well developed.

3. Relief Administered by Unpaid County Welfare Departments or Commissions Through Trained Social Agents.

This system of outrelief administration has been evolved from careful study and experimentation in the field of public relief. The plan is still new but is working very satisfactorily in San Bernardino, Fresno, San Mateo, and Sonoma counties; San Diego and Humboldt counties are favorably considering the adoption of similar systems. The department or commission is created by the Board of Supervisors, which board delegates to this unpaid group of citizens the responsibility for investigation, supervision, and constructive treatment of the county indigents. Details of organization and of the powers and duties given the commission are not identical in the various counties mentioned but all follow one general plan, *i. e.*, to take social service out of politics and to put into public relief methods all the successful modern ideas which have been tried out and approved by private charitable organizations.

The members of the Welfare Department or Commission are appointed from among the most progressive and socially efficient citizens of the county; the office equipment and services of a trained social worker or workers are supplied from county funds. The reports of work done, investigations made, claims for relief and for expenses incurred are presented monthly to the Board of Supervisors for approval. In Fresno County two members of the Board of Supervisors are members also of the Welfare Department; this membership plan may be followed in the two counties mentioned who now have the ordinance under consideration. In San Bernardino, San Mateo, and Sonoma

counties the new board is known as the County Social Service Commission and does not include in its membership any members of the Board of Supervisors. The various county boards of supervisors who have adopted this plan of handling the social service work of the counties, have found the new piece of county machinery very helpful in many ways. For instance, questions pertaining to county hospital and almhouse admissions, preventive health measures, supplementary aid from private sources, Red Cross Civilian Relief Committees, solicitations from the general public for philanthropic or war purposes, county dispensaries, county clinics, county delinquency, recreation, etc., have been referred to the Welfare Department or Commission for study and decision. Fresno County is perhaps most unique in its organization and scope and in another part of this bulletin, special attention is called to the "Fresno plan."

4. Relief Administered by a County Agent.

Twelve counties appoint an agent to investigate outdoor cases of county relief. This agent works directly under the Board of Supervisors and, as a rule, does not do very much constructive work, as no policy is marked out or standards set by the board. In Contra Costa, Butte, Imperial, Stanislaus, Napa, Tehama, Tulare, Marin, and Ventura counties the probation officer of the juvenile court acts as county indigent agent. Santa Clara, Orange, and Kern counties appoint a special agent who gives full time to the investigation and supervision of county indigents. For small counties having few cases, this method may be fairly satisfactory. In larger counties, however, it has been found that a single agent for the whole county, without a properly organized group of socially minded citizens to direct and help in the work, is able to do little more than investigate cases. The follow-up supervision and constructive work are necessarily slighted.

5. Relief Administered Directly by County Boards of Supervisors.

The most common method of administration is the one under which the county supervisors give relief directly to the poor in their own homes. In counties following this procedure, application for aid is made to the supervisor of the district in which the applicant resides. It is customary for the county board to follow the recommendations of this supervisor who may or may not have investigated the application. If aid is granted the name is placed upon what is commonly called "the county indigent list" for a definite amount of aid to be given each month, either for a specified time or until ordered removed by the supervisors. Two of the counties hold to the regrettable practice now almost universally discarded of stigmatizing their unfortunates by printing in the local newspapers the names of all aided individuals.

The relief given consists usually of a monthly order on a grocer for supplies. The customary amounts allowed range from $2.00 to $25.00 per month per person. One county has fixed the allowance to $8.00 per month. In many cases the relief is given in cash instead of groceries, or it may be partly in cash and partly in supplies. Following are the counties which use this procedure in their outdoor relief work: Alpine, Amador, Calaveras, Colusa, Del Norte, El Dorado, Glenn, Inyo, Kings, Lake, Lassen, Madera, Mendocino, Mariposa, Merced, Modoc, Monterey, Nevada, Placer, Plumas, San Benito, Santa Cruz, Shasta, Sierra, Siskiyou, Sutter, Trinity, Tuolumne, Yuba, Yolo.

The studies made show that this method of administering outrelief is very unsatisfactory.

It is unsatisfactory because relief is too often given without complete and accurate knowledge of the facts of the case.

Supervisors are busy men. They have a multitude of responsibilities in connection with the county government. Obviously, they can not secure intimate knowledge of the details of each poverty case; nor can they be expected to give the time necessary to work out the many problems of a dependent family.

This method, therefore, is a failure not only from the viewpoint of the proper treatment of the poor but it is also unsatisfactory to the taxpayer because it is wasteful—both of money and of human life. County funds are expended without exact knowledge of the real circumstances of the cases aided. Thus, relief is frequently given when there are relatives who are legally liable and able to provide for the care of the dependent.

The studies recently made by the State Board of Charities and Corrections have shown that many of the supervisors knew nothing of the people whom they were helping. Cases have been found of persons drawing aid from the county when they did not even live in the county helping them; other cases of shameful neglect of young children and infants have been located and brought to the attention of the county authorities.

The records of relief cases in the counties using the above-mentioned method of administration have been found so chaotic and so incomplete that this board has never been able to secure statistics as to the number of individuals receiving relief from the county. In nearly 30 California counties today a taxpayer can not find out how many people are being supported out of the public funds. When it is considered that this most elementary information is lacking, the citizen is justified in wondering how little else is known of the people for whose care a large amount of money is being spent annually.

Furthermore, the money spent for relief under this procedure fails to make the dependent family self-supporting. This is the object of relief in present day charity. Since, however, careful plans for each case are not made this end is not accomplished.

Relief procedure of this type, therefore, becomes stupid and unsatisfactory. It is subject to all manner of political abuses and is not infrequently used to further personal and political ends. In spite of these palpable weaknesses, 32 counties (spending over $250,000.00) administer outrelief after this time-serving and wasteful fashion.

Outdoor Relief of Dependent Children.

The preceding account characterizes briefly the general work of poor relief administration throughout the state. Thus far, however, nothing has been said with regard to one of the most important functions of the outdoor relief agencies—the care of dependent children.

The regrettable fact is that, with few notable exceptions, county care at the present time is synonymous with county neglect so far as the welfare of dependent children is concerned.

State and County Aid of Orphans.

The law of California provides that "needy minor orphans, half orphans and abandoned children" may receive state aid. Half orphans get $6.25 per month, whole orphans and abandoned children $8.33 per month.

The authorization of state aid to orphans, half orphans, and abandoned children is contained in the state constitution (Article IV, section 22) and in Chapter 323, Cal. Stats. 1913. Amended Chapter 472, Stats. 1917.

According to the provision of these laws state aid may be paid: (1) to institutions caring for these children; or (2) to individuals (usually the child's mother) providing this care. In both cases, however, the care given must meet certain standards set by the state.

It is the group of children who are at home with their mothers which constitute the chief outdoor relief problem in connection with orphan aid.

The administration of state aid is now under the jurisdiction of the State Board of Control. In counties where offices or agents are maintained for outdoor relief the applicant for state aid goes to such office or agent. The county office makes the initial investigation and either grants or denies the application. Claims against the state for relief given these cases are made semiannually by the counties. In this way the county recoups itself for the money spent for the aid of the orphans.

All state aid cases, however, are subject to the investigation of the

State Board of Control, which employs nine children's agents to discharge this function. These agents have power after investigation to refuse state aid to cases which have been recommended by the counties.

In counties where there is no agent for the administration of outdoor relief, the applicant for state aid goes to the county clerk or auditor who forwards the application to the Board of Control. Usually these cases are subject to but little investigation other than that made by the children's agents of the State Board of Control.

Alameda, Los Angeles and San Francicso counties have made special provision for the administration of state aid and are doing this work perhaps more effectively than elsewhere in the state. These counties supplement the state subsidy; they have special agents for investigation and for constructive follow-up work.

One of the difficulties met with in the administration of state aid in California is that of the failure of many of the counties to supplement the state subsidy.

Chapter 323 (Stats. 1913) permits (but does not require) the counties to add to the state subsidy so that the relief given may be adequate. Without the county supplement the relief given to orphans is rarely ever adequate. The majority of the counties, however, do not grant this supplement.

The result of this failure on the part of the counties is that the intention of state aid (to provide adequate relief for needy orphans) is as a rule defeated.

County Aid to Children.

The relief of the dependent child who is ineligible for state aid is solely a responsibility of the county. The majority of these cases represent children in homes where the income (through illness, unemployment, desertion or some other failure of the breadwinner) has fallen below the minimum which will supply the necessities.

The same method of administering aid which applies to other cases is used in children's cases. Where there is no outdoor relief agent, the relief is granted directly by the boards of supervisors. In those counties having charity offices or county agents the cases are handled by such office or agent.

The total number of children aided by the counties is not known. Under the present method of county outrelief administration it is practically impossible to ascertain the number accurately. The State Board of Charities and Corrections has attempted in vain to get state-wide figures which can be vouched for as accurate.

The studies made of the outdoor relief during the past five years have shown conclusively that, with the exception of seven counties, this group of county aided children is as a rule inadequately cared for.

Fortunately, not all of California's counties are guilty of such slack methods in their children's relief. Alameda, Los Angeles, Fresno, San Bernardino, and San Francisco counties especially have developed this phase of their relief work to a high standard through the co-ordination of the activities of the juvenile courts and the public and private relief agencies.

RELIEF ADMINISTRATION BY BOARDS OF SUPERVISORS.

Thirty-two counties in California administer outdoor relief directly through the county board of supervisors. Studies made by the State Board of Charities and Corrections show that, except in counties having very few cases, this method is very unsatisfactory. The objections to this type of administration have already been stated.

The defects of administration directly by boards of supervisors are concretely illustrated in a county recently studied. The survey made in this county (the name of which can not be given here) is included at this point to show precisely how this method of administration works out. The county cited is in no way an exceptional one. The same conditions are found in other counties where the supervisors administer the relief. The survey of this county follows:

Survey of a County Administering Outdoor Relief Directly by the Board of Supervisors.

1. Method of Application and Investigation.

Every person desiring aid applies upon the proper printed form, which is to be signed by five taxpayers in the county and sworn to before the county clerk or a deputy. This application is granted or rejected by vote of the board of supervisors—the vote in each instance depending upon the recommendation of the supervisor of the district in which the applicant resides.

This petition does not give age, marital condition, occupation or definite residence of applicant. It does not give any information as to members of the family. The item regarding relatives is seldom filled out and the addresses of the five citizens who sign the petition are usually omitted. It is impossible to find the actual residence of the applicant, in many cases, from a study of the petition. Petitions are filed in the office of the clerk of the Board of Supervisors. The probation officer of the county investigates state aid cases and, upon request, county applications. He did not have any knowledge of about one-half the names on the list. There is no supervision of cases by the county.

Supervisors do not know their relief cases but show a desire to learn the conditions. There is, apparently, no abuse of their powers in the granting of aid; on the other hand, there appears to be a tendency to spend as little as possible on the county dependents. This is, doubtless, based on a desire to save the taxpayers but it is a short-sighted policy. Inasmuch as no constructive or preventive work is being done, cases remain in the dependency class indefinitely and there is a natural cumulus which can not be reduced arbitrarily. A policy of retrenchment, therefore, creates hardships which outweigh any mercenary saving which may be effected.

2. Records.

Records of indigents are kept in the office of the county auditor. These consist of a book record where names are entered as received, and a card index. This record shows no social data, simply the name and amount of aid given. There are at the present time 91 county aid cases and 29 state aid cases, according to this record.

It is not easy to get a count of the active cases; to do so necessitates going through the book register as well as the card index. It is not possible from the county records to ascertain the number of persons involved in the indigent list. No. 10, for instance, simply gives the name "John Doe" or "Mrs. Roe"; this may be a single old person living alone or it may be a widowed parent with a family of young children. The only means of getting at the facts is a personal investigation. In the time at the command of the state agent, it was impossible to visit every case, but about one-third of the list was visited with results as shown later on in this report under "Types of Cases."

Aid is distributed by means of warrants drawn on the county treasurer.

3. Amount of Relief.

The amount spent, during the last fiscal year, by this county for out-relief was $21,868.16. Average amount per case, $10.00, although this varies from $5.00 to $20.00. Three-fourths of the aid was given in cash, one-fourth in groceries and other supplies. Aid is given practically without supervision. Cases are aided after the need for relief has passed, even after they have moved from the county. Some of the individuals on the "indigent list" have sons or daughters or other relatives in the state who, if able, would be liable for support, yet no systematic attempt is made to ascertain the ability of these to help. The amount of aid given is determined in a purely "hit-or-miss" fashion without regard to the needs of the case. Reductions and increases are made in the same way. In many instances relief is inadequate, especially in cases where young children are involved.

The present policy, or lack of policy, in administration of the county relief fails to remove cases from the list by way of restored health or self-support, and there is a natural increase in the dependency list from year to year as new cases are added. The cumulative expenditure which results from these two conditions can only be reduced by intelligent, constructive work on each case. The present county machinery contains no agency which is fitted to do this work.

4. Causes of Dependency.

The causes of dependency in this county, as shown by a study of the reasons given in the petitions for aid and verified in the cases of those visited, are as follows:

Cause	Number of cases	Number of persons in family
Old age	33	Unknown
Family desertion and nonsupport	10	
Imprisonment of breadwinner	1	
Death of breadwinner	3	
Ignorance of language	1	
Illness	17	
Unemployment	5	
Insufficient earnings	8	
No cause given	13	
	91	

In some of the cases listed as dependent on account of "insufficient earnings" and "unemployment" or "no cause given," the underlying cause was found to be illness either of the breadwinner or some member of the family. Neglected and continued illness is a drain upon the financial and the physical resources of the family and tends to render permanently dependent a family which, with adequate help over the hard place, might be restored to an independent place in the community. Setting aside all humanitarian reasons for constructive work in such cases, there remains the plain fact that it is *good business* to use every possible means of putting the family upon its feet and preventing continued dependence upon the county. Another fact which must be considered along with this showing of illness as a cause of poverty is the lack of medical care in the county hospital. The two items stand out very clearly in a survey of this county; (1) the lack of equipment and medical care by the county, and (2) the high percentage of cases on the indigent list from causes of illness. There is a close connection between ill health and poverty in all communities but here it seems almost startling in its suggestion as to the first move in the direction of remedy. The next important cause of dependency on the list appears to be that of family desertion and non-support. The location of the county in the fruit belt tends to seasonal labor. The men depend upon the fruit

picking and packing for employment and seem to drift away from their families. About one-third of the cases are those of old age; this, of course, is a permanent type and as the care of the old people in the county almshouse would cost the county as much if not more than the present system of aid in the homes and, at the same time, is not desired by them, no change in the handling of these cases is suggested. It might be possible in many instances to look up children or relatives of the old people who could contribute to their support or take care of them when they become infirm.

5. Types of Cases.

The 91 cases on the county list, at the time of this study, were of the following types, according to the statements on the petition for aid:

Old age	33
Family cases	39
Single men and women	8
Unknown	11
	91

These cases were receiving regular monthly allowances in cash. It was impossible to learn from the county records or from county officials the exact number or even names and addresses of those who were receiving aid in groceries, yet this kind of aid was distributed to the amount of several thousands of dollars annually. The only way in which this information could be gathered would be to take the bills of the various grocers and go over the items month by month. These bills are endorsed by the supervisors, paid by the treasurer and charged to the county indigent fund; the name of the grocer, the number and amount of his bill, being the only items recorded.

The 91 cases which were receiving cash aid at the time of this study had received aid for varying periods, as follows:

Number of years	Number of cases
Aid received less than 1 year	5
Aid received 1 year	35
Aid received 2 years	19
Aid received 3 years	7
Aid received 4 years	7
Aid received 5 years	3
Aid received 6 years	3
Aid received 7 years	4
Aid received 8 years	3
Aid received 9 years	1
Aid received 10 years	1
Aid received 12 years	2
Aid received 17 years	1
	91

During this study 48 visits were made to the homes of indigents with the result that 34 were seen and 14 were not seen:

Successful visits: 34 groups seen, comprising 101 persons.

Ages of persons seen								
Under 2 years	3 to 6	7 to 12	13 to 16	16 to 21	22 to 40	40 to 60	Over 60	Total
4	16	28	7	2	12	11	21	101

Unsuccessful Visits.

Moved away, address unknown	5
Wrong address on list	3
Not at home	2
Not known in community	3
Dead	2
Re-married widow	1
No address obtainable from list or from inquiry	9
	25

In many of the homes visited, it was found that sickness was the underlying cause of distress; in others, desertion of the breadwinner; in others, again, the failure of children to support parents; while in a goodly number of cases old age, permanent physical or mental disability, or young children made the continuance of aid necessary. In a very few cases, hospital care seemed preferable. A few cases are quoted below to illustrate these various types, and the need for careful, constructive supervision:

Dependency due to illness or physical defect.

1. Mrs. W. and three children. This family is a normal group of fair living standards. Reduced to necessity of asking aid because of long illness of the husband and father which drained the family savings and resources and left the widow in debt. Neat home; children ages 3, 5, and 6 years, too young to allow mother to work outside the home. Own the house in which they live but no income and some debts. Woman feels husband might have been saved if helped in time.

2. Mary R. This is a young girl whose eyesight was neglected until she was almost blind. Is now receiving $5 per month from county for the purpose of treatment. Has to go out of county for special treatment. Mother careless about taking the child to specialist. Needs oversight. Doctor says delay or neglect is dangerous to girl's sight.

3. J. W. and three children. This man is blind from effects of an explosion. He is not old, being midway in his forties, and of good physique. He owns some property and manages to do the cooking and keep house for the children. The children are all boys aged, respectively, 12, 13, and 14 years. Mr. W. and his wife are separated and she lives in another county. He can distinguish light from darkness and can even see some objects. He does not seem to think his sight can be improved.

4. Mrs. H. and son 16 years old. The woman is not strong, has some bronchial trouble, but occasionally does some housecleaning for neighbors to earn money. Son is temporarily out of work because of an injury received when run down by an auto. Mother does not know how badly he may have been injured internally. The

owner of the auto paid hospital bill and bought the boy a new suit of clothes, taking from him a receipt in full for damages. The boy was dischargd from hospital but is unable to work.

5. Mr. and Mrs. D. and two children. Mr. D. is a young man of about 36 years. but unable to work because tuberculous. Living in a tent house on the outskirts of a large town. Health officer of district says the man is careless and a menace to his family. County hospital is not equipped to give tubercular patients proper housing or care.

6. Mr. and Mrs. P. Old couple living in a house owned by son. Came to California for health of a tuberculous son who finally died. Took a daughter to Colorado Springs for the same illness, where she died. They spent everything they had on these children and have never got ahead. Now dependent upon the county and two married sons. Old man is not strong, has some chronic weakness; old woman recovering from a broken hip caused by a fall. Both are under doctor's care.

7. The S. family. This group consists of father, mother and seven children. The oldest child is 12 years of age. The parents are still young people, the father being 34 and the mother 30. The father is epileptic and has been partially paralyzed for two years. The man seems to be feeble-minded, but his wife claims this is the result of his illness. He was placed in the county hospital at one time but insisted upon being sent home. The presence of the man in the home takes much of the wife's time and attention and there are so many young children that she is unable to give them proper care. The baby is but six months old.

Cases of dependency due to family desertion.

1. Mrs. B. and three children. Very neat, industrious young woman who is doing housework. The children attend school and the oldest (10) takes care of the younger until the mother comes home at night. The county is aiding this family, as the mother's wages are not sufficient to provide shelter, food and clothing. The whereabouts of the father is unknown.

2. Mrs. H. and five children. This family is having a hard time. The mother goes out washing and the county supplements her wages by a grant of $15 per month to keep the family together. They live in a plain cottage, rather bare and shabby. The oldest girl (12) mothers the younger ones during the mother's absence. The father was a drinking man and deserted the family about two years ago. He had deserted before. The children seem to fear him. At the present time, they do not know where he is. They are nice, bright children.

3. Mrs. J. and 3 children. The father deserted this family some time ago and Mrs. J. did not seem anxious to have him return. He is said to have been a gambler and a drinking man. The family live at rather low standard and the earnings of Mrs. J., who takes in washing, are not sufficient to keep the family together. The county grants $15 per month. Mrs. J. rents one room which pays her rent.

4. Mrs. B. and three children, all very young. She is working in a restaurant for $8 per week, leaving the children with her mother during the day. She is a very young woman, only 20, and seems anxious to keep her children with her. The county is aiding to extent of $17.50 per month. The husband never provided for the family, deserting every time a baby was born. He is now trying to induce his wife to return to him, but does not give any assurance that he will support the family.

5. Mrs. D. and 2 grandchildren. The father of these children is dead and the mother deserted them, leaving her mother to support and care for them. She is said to have remarried and deserted her second husband. At present time, her mother does not know where she is. The old woman is not in good health and the children are being aided by the county to the extent of $15 per month.

6. Mrs. B. and one child, 2 years old. Mrs. B. is still a young girl and has never been trained to any kind of work which would enable her to earn a living. She is now studying stenography and will probably be able to support herself and child in time. She lives with her mother, who goes out working by the day. Her husband deserted when the baby was very young and she does not know where he is.

Cases which could be better cared for in the hospital.

1. Mrs. K., a woman of 80 years, who has a dreadful cancer on her face. She is in the same house with a daughter, two grandsons and a granddaughter. This granddaughter (17 years) is the only person in the house who will touch the old woman. The girl dresses the sore under the direction of the local visiting nurse.

2. Mr. N., a blind man, 70 years old. He lives in a very dirty house and is very ill kept. He has made over his property to a Mexican woman who, in return, was to care for him during the remainder of his life. It does not appear that she does much for him and the county is giving $15 per month towards his support.

3. Mr. S. of the family mentioned under head of "dependency due to illness." The man is partially paralyzed, epileptic and his mind is affected. His presence in the home is a burden on the family and a menace to society, inasmuch as more children may be added to the family. Two children have been born since he became an invalid.

4. Mrs. H., 81 years old. Very feeble old woman with no relatives in the state as far as known. Has been a woman of some standing and is very restless and hard to please. She is unhappy in her present home where she is boarded by the county for $15 per month. It seemed a very pleasant place in the country, but Mrs. H. claimed that she did not get proper attention and wants to get back to town. She has been in the county hospital but did not like it at all and begged to be sent out. She is becoming so feeble that a constant attendant will be necessary in order to insure her comfort and proper care.

Old age where children might be made to contribute to support.

1. Mrs. F. A woman of 70 years who has six children, 4 sons and 2 daughters, only one of whom gives her any help and that very irregularly. She has been a widow eleven years and is dependent upon the county and local charities. Is in fair health and does not want to go to county hospital. County grants $10 per month.

2. Mrs. C. and two children. Mrs. C. is a woman of 54 and is almost totally deaf. Her two youngest children are with her and receive county aid to the extent of $12.50. She has two sons and two daughters grown but they give her no aid.

3. Mrs. B. Very old woman of 80 years, infirm. Has two sons unmarried with one of whom she lives. She is well educated and dreads the thought of the county hospital. The two sons should be able to provide for their mother. The county gives $10 per month, but Mrs. B. stated that she would relinquish this as soon as her sons had steady employment.

Numerous other cases could be cited where the families or individuals who are aided by the county are incompetent to manage their affairs without the assistance of a friendly visitor. The neglect to provide this sort of supervision results in a perpetuation of the difficulties and in continued cost to the county.

As is the case in most counties where aid is given without careful investigation of the needs of each case, the family group suffers most. Single men and women frequently receive as much or more than families with several children, because the monthly dole is sent out without any personal knowledge of the number in family or conditions of need. Some old couples were receiving $8.00 each, making $16.00 relief for the group; at the same time the mother of a family of young children may be granted the same amount ($8.00) without regard to the difference in her situation and difficulties. The family group is a large factor in

the county relief problem, and it is this group—the growing children—that demands and repays constructive work. Good case work in many instances would eliminate cash aid to adults by substituting employment, medical aid, or contribution to support from relatives. The lack of investigation and supervision also leads to the danger of abuse and fraud; persons who have removed from the county may continue to receive their warrants and cash them for months before the fraud is discovered. In five instances during this study, calls were made on persons whose names were on the active relief list only to find that they had moved away and that their present residence is unknown; nine names on the list were without sufficient address to locate them, they evidently called at the post office for their warrants which they received by mail, but they were unknown in the community. Two persons who were on the county list were found to have died some time before the visit of the state agent; in one case neighbors said the man had been dead more than a month. No notice of these deaths had been received at the county office.

COUNTIES USING CONSTRUCTIVE METHODS IN OUTDOOR RELIEF ADMINISTRATION.

The administration of outdoor relief in the county cited represents a distinct type of relief procedure existing in California. Fortunately, however, not all of the counties follow the unsupervised dole method just described. Alameda, Los Angeles, Fresno, San Mateo, Sonoma, San Bernardino, and San Francisco counties are among the notable exceptions. These counties are doing more than granting material relief; they are working constructively by providing in addition skilled ministry to wants which are beyond the power of material relief to supply. They are using all public and private agencies to upbuild the health, education, morals, industry and living standards of the less fortunate in their communities, as well as providing the necessities of food, shelter and clothing. Space will not permit detailed discussion of each of these counties and they all differ in some branches of their relief methods. It is proposed, however, to summarize briefly the outstanding features of procedure in certain of these progressive counties.

Alameda County.

Outdoor relief in Alameda County is administered chiefly through the office of the Oakland Associated Charities and the Berkeley Charity Organization Society. Both of these societies are private relief agencies

and the county work which they handle is simply an additional amount of relief work which they have assumed for the community. The Oakland society, however, is the only official and salaried agent of the county. Formerly all county relief applicants were referred to this society for investigation, but as these increased in number an arrangement was made whereby those applicants residing in Berkeley should be handled by the Berkeley agency. For its work the latter society receives no compensation. One other society has been authorized to do some of the county outrelief work. This is the Catholic Ladies' Aid Society which has power to investigate and recommend aid in emergency cases. Dependent children are also committed to this agency for supervision and placement by order of the Juvenile Court.

Thus, in Alameda County, the public outdoor relief is administered by three private agencies which employ trained social workers to handle the cases.

Los Angeles County.

Los Angeles is one county of the state which has a county charities office on a scale approaching modern private relief agencies. The administration of county relief, both outdoor and institutional, is under the supervision of the superintendent of charities. The outdoor relief division is one department of the county charities department and is in charge of a special director and a staff of approximately twenty trained visitors, including several social service nurses. Good co-operation is maintained with the county and city public health departments and with the education authorities. Another feature of the work which is worthy of special mention is the follow-up work by correspondence; the office keeps in close touch with relatives, friends and employers of its wards and with the families themselves when they move away from Los Angeles County. This supervision by correspondence is not in the nature of a detective agency, but is done in a friendly, helpful spirit.

Fresno County.

Fresno County is typical of the group of counties where public sentiment has crystallized into a demand for co-ordination of all county social service under centralized control. In the counties cited above where modern methods of relief are being introduced, the county relief agency is more or less restricted in its scope. Fresno County, in 1915, appointed an unpaid county commission to which was given the administration of county outrelief. This commission, known as the Fresno Relief and Employment Commission, was appointed by the Board of Supervisors and provided with office equipment and the services of two trained workers. The work of this commission and its agents proved

so successful in eliminating waste and giving better service to the poor and the sick of the county, that in 1917 the supervisors and the general public of Fresno County desired to enlarge its powers and duties. The State Board of Charities and Corrections was requested to make a study of the county conditions and suggest a definite plan for such reorganization. The findings of the survey showed that modern methods of investigation, supervision, record and constructive treatment as introduced by the Fresno Relief and Employment Commission had restored many dependent families to self-support; that families dependent through illness had been helped to independence by timely medical aid; old persons who had been on the county list for years were removed by aid from children or relatives with whom correspondence had been opened; that good co-operation had been obtained from county and private agencies for health, education, relief and other welfare activities. It was found, however, that there was need for closer and more systematic connection with the various county departments dealing with dependents in order that full information might be available in working out a plan for treatment. Family cases were found where no less than three to five county departments were dealing with the members of the same family. One family was cited which, at the time of the survey, was receiving help from the county in the following manner: the father was in the county jail for drink and nonsupport, one child was in the county orphanage, one child in the county hospital, and the mother receiving aid from the County Relief Commission while awaiting her confinement. Another family was receiving emergency aid in groceries while the father was in San Quentin, one boy was under the supervision of the probation officer, one child in the county orphanage, and several members of the family had received medical care in the county hospital. Instead of being four problems, this family should be treated as one. While it was evident that all the county departments were doing their duty, it was also evident that a definite policy of co-ordination and direction would make for greater efficiency and economy in the handilng of county dependents.

It was decided therefore that Fresno County should create a county department under which should be placed the investigation and supervision of all problems affecting the poor and the sick of the county; this was finally enlarged to include all public welfare questions which concerned the citizens of the county. The Board of Supervisors consulted with the social workers of the community and the following ordinance was passed in December, 1917:

An Ordinance Creating a Department of Public Welfare and Prescribing Its Powers and Duties.

The Board of Supervisors of the County of Fresno, in the State of California, do ordain as follows:

SECTION 1. A department of county work is hereby created to be known as the Fresno County Department of Public Welfare. Said department shall consist of six members, four of whom shall be appointed by the Board of Supervisors and two shall be ex officio members, to wit: Two members of the County Board of Supervisors selected by that body. The term of office of each appointed member shall be for a period of six years, except as hereinafter specified, subject to the power of the supervisors to remove for cause any member of the department. The members of the department shall serve without salary.

SEC. 2. As soon as the members of the department are appointed they shall be divided by lot into three groups; the first group shall consist of one member; the second group of two members, and the third group of one member. The term of office for the first group shall end on the first Tuesday after the first Monday in January, 1920; the term of office of the second group shall end on the first Tuesday after the first Monday in January, 1922; and the term of office of the third group shall end on the first Tuesday after the first Monday in January, 1924.

SEC. 3. When a vacancy shall occur in the department other than by expiration of term, the Board of Supervisors, upon recommendation of the department, shall make an appointment for the unexpired term.

SEC. 4. Whenever in this ordinance the word "department" is used, it shall mean the Department of Public Welfare. The word "board" shall mean the Board of Supervisors.

SEC. 5. The work of the department shall be divided into three general divisions, to wit: Relief, health, children.

SEC. 6. The powers and duties of the department shall be as follows:

(*a*) To appoint a secretary and such assistants as may be deemed necessary to carry on the work of the department. The secretary shall be the executive officer of the department in charge of its work, and shall not be one of the members of the department. The salaries of the secretary and assistants shall be fixed by the department, and, together with expenses, shall be approved and allowed in the usual way by the board.

(*b*) To investigate, determine and supervise the giving of relief to all persons applying for county aid to devise ways and means of restoring them to self-support where possible.

(*c*) To act in an advisory capacity over the county hospitals, the county almhouse and the county orphanage.

(*d*) To investigate, determine and supervise the family homes where children may be boarded; standards of investigation, care and record to be in accord with those required by the State Board of Charities and Corrections with which board co-operation shall be maintained. For the purpose of carrying out the provisions of this

section, the department shall be authorized to receive children on commitment from the juvenile court under section 8 of the juvenile Court law.

(*e*) To investigate all charities dependent upon public appeal or general solicitation for support and to file semiannually its report thereon with the board and with the State Board of Charities and Corrections.

(*f*) To co-operate with the juvenile court, the probation office and the probation committee, and to act as a co-ordinating agency for all relief and other welfare societies in the county.

SEC. 7. Applications for relief made to the board or to any member of the board must be referred immediately to the department.

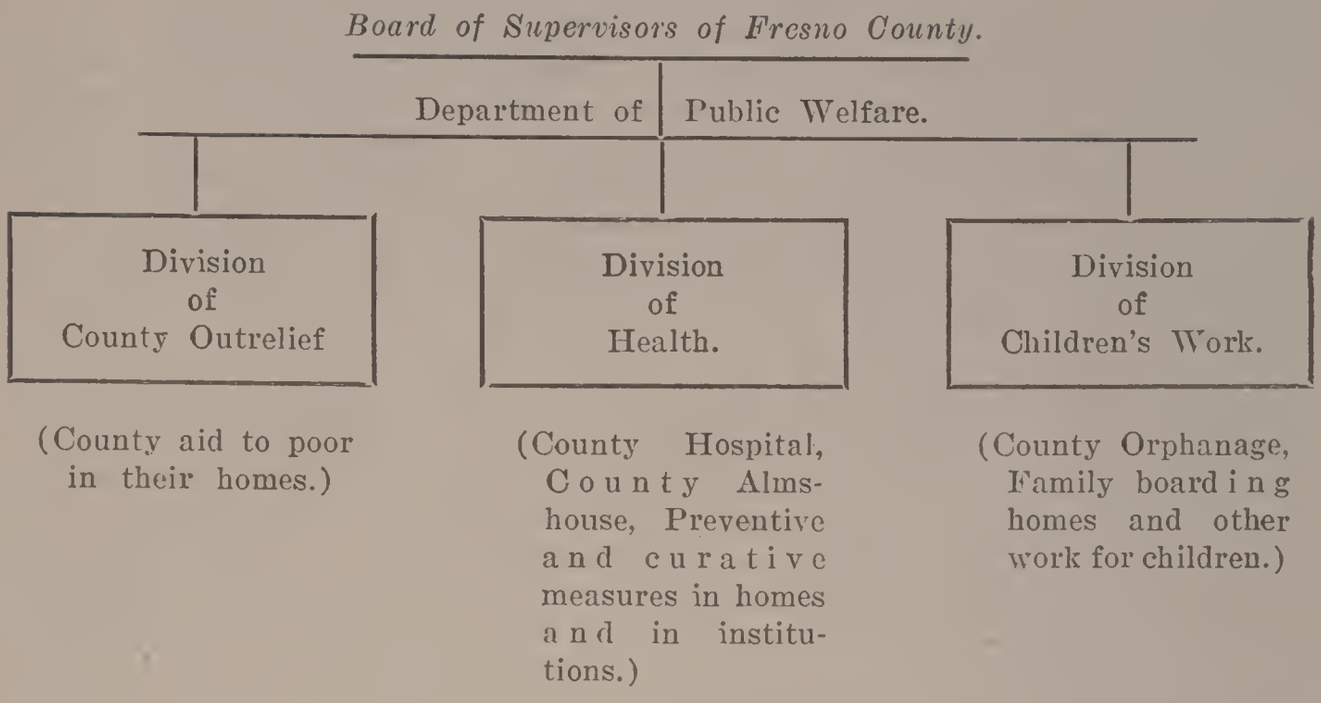
SEC. 8. The department shall file with the board each month prior to the meeting of the board a report of all work done. No expense incurred by the department shall be paid by the county except upon presentation of verified demands approved by the secretary of the department.

SEC. 9. The department shall make all needful rules and regulations for the transaction of its business.

SEC. 10. All ordinances and parts of ordinances in conflict herewith are hereby repealed.

SEC. 11. This ordinance shall take effect and be in force from and including the first day of January, 1918.

The members of the commission were selected from prominent citizens who are interested in different branches of welfare work. The two members of the Board of Supervisors who sit with the department are also members of the Supervisors' Committee on County Hospital and Orphanage. The president of the department is a leading journalist, the chairman of the health division is a physician of high standing, the chairman of the relief division is a prominent clergyman, and the children's division is under the direction of the two women members of the department who are both clubwomen and active in private charitable organizations. The detail work of each division is worked out by these directors but no question of policy is taken up except at meetings of the entire department. The staff of paid workers consists of an executive secretary, an assistant secretary, a child welfare nurse, and a stenographer. With the exception of the executive secretary, these workers are women. All have had special training for their work. Under the leadership of the child welfare nurse a boarding-out system for homeless children is being developed and a children's clinic has been established. The health division works closely with the county hospital and with the city and health authorities. The relief division carries on the outrelief work of the county and co-operates with the other county departments and with private agencies. The following chart shows the organization of the public welfare department for administration of its various duties:


Board of Supervisors of Fresno County.
Department of Public Welfare.
Division of County Outrelief
Division of Health.
Division of Children's Work.
(County aid to poor in their homes.)
(County Hospital, County Almshouse, Preventive and curative measures in homes and in institutions.)
(County Orphanage, Family boarding homes and other work for children.)

Case histories taken from the files of the Fresno Department of Public Welfare, Outrelief Division, which illustrate the constructive methods which have been used in that county for the past year:

Families removed from county list by communication with relatives.

1. The C. family. This woman had four children and was deserted by her second husband. The first husband (deceased) had left a fairly good little farm to her and to his three children; she married a worthless man who mortgaged the farm, took the money and left her with a young baby in arms. She applied to the county office for aid. Her first husband's brother was interviewed by the relief agent and promised to straighten out the legal tangle so as to save the farm for his brother's children. This he has done and the family will probably be removed from the county aid list this month.

2. Mrs. B. An old woman of 70 years who has seven sons and daughters but none living with her at time of application for aid. Letters were written to her children and a plan made for the old mother to go to one of her married daughters who would give her a home; the other children agreed to contribute toward her support. These children had all neglected the old mother for years and would not have taken care of her unless very strong letters were written them, which was done. Under the old relief system this woman had been receiving county aid of $15 per month for a long time. County aid is now discontinued, as her children are well able to support her and are now doing so.

3. Mr. S. A man of 52 years who was rendered blind by an accident. He refused to go to the county almshouse. Is able-bodied and prefers to do some work. Has a brother in one of the middle west states but did not want to go there. Correspondence with this brother brought a regular contribution of $15 per month which, with the odd jobs that Mr. S. can do, supports him. He is living in a shack, rent free. County aid has been withdrawn.

Families restored to self-support by timely medical aid.

1. The H. family. Father, mother and six children. Immediate causes of dependency—illness, insufficient earnings and temporary desertion. The family sought aid because the man was irregularly employed and unable to provide for family; woman was sick in bed and all of the children underfed and ailing. The man seemed lazy and would not stay at any work. He deserted for two months, but was brought back and put to work and ordered to pay $25 toward family expenses. Children taken to county hospital for treatment, one with bad eyes, two oldest girls incipient tuberculosis. The girls were placed in tubercular ward and three youngest children

temporarily put into the county orphanage to relieve the mother of their care. Four months later, the mother called at the relief office, much improved in health; reported that she and the father were living together and wanted the children restored to their home. Man working and home established. The oldest girls were discharged from the hospital so much improved that they looked like different children. The two boys had been in the hospital for minor operations, but were entirely cured. All the children in much better health than formerly. Family now reunited and self-supporting. County still aids with some groceries, but will soon be able to withdraw help entirely.

2. The A. family. This family came to notice of the county relief office by report from the county hospital that the man was in tubercular ward and worried about his family. Has a wife and three children. A visit was made to the home, where the wife was found to be a very nice little woman and good mother. Regular county aid was granted until man should be able to work. With this worry off his mind, the man began to improve and within two months was discharged from the hospital, able to work half time, but still coughing. A bed was arranged in the back yard and visiting nurse gave instructions for him to follow. He was anxious to give up the county aid, but was persuaded to let it continue for milk and groceries. Nurse visited regularly and saw that her instructions were observed. Home very clean. Entire family taken to hospital for observation. Children found to be in good health. After five months, the man was permitted to accept work for full time, earning $3 per day. He still goes to the tuberculosis clinic weekly. Aid reduced to milk supply. The man was told to report promptly if not well and aid would be renewed. The family is now doing well and the county aid will be withdrawn entirely in the spring if present conditions continue.

Family aided to self-support by legal advice.

1. The L. family. Mother and six children deserted by the father. They had started to buy a small ranch. Only a few payments had been made when the father deserted his wife and children. This left the wife with the little farm, a debt of $1,700, six young children to support and no income. The family became destitute and appealed to the county for help. Temporary aid was extended the family and a plan worked out for the future. The relief commission interested a business man and a lawyer in the case and through the help of these men the ranch was appraised by a local bank; the ranch was sold and after paying the mortgage there was $1,000 clear for the woman and her children. The money thus obtained was placed out at interest and the mother paid $25 per month from this sum. The entire amount was not given to her at once, as it was felt that she might not be able to keep it. The county will contribute a small additional amount each month for a year or two until the oldest children can make a living for the family. They have been placed in a rented house on a regular income, and private parties have been induced to send milk regularly for the younger children. In the mean time the police are trying to find the deserting father.

San Francisco County.

San Francisco County grants no public outdoor relief to adults. These cases are relieved either by private relief agencies or in public institutions.

The only public outrelief in San Francisco County, therefore, is that given to children. There are two types of children's aid which must be considered. The first of these is state and county aid while the second is county aid only.

For the administration of state and county aid to orphan children San Francisco County has established what is called the "Widows Pension Bureau." The work of this bureau has attracted much attention. For this reason a brief account of its methods and procedure is included at this point.

THE WORK OF THE WIDOWS PENSION BUREAU OF SAN FRANCISCO COUNTY.

I. Establishment of the bureau.

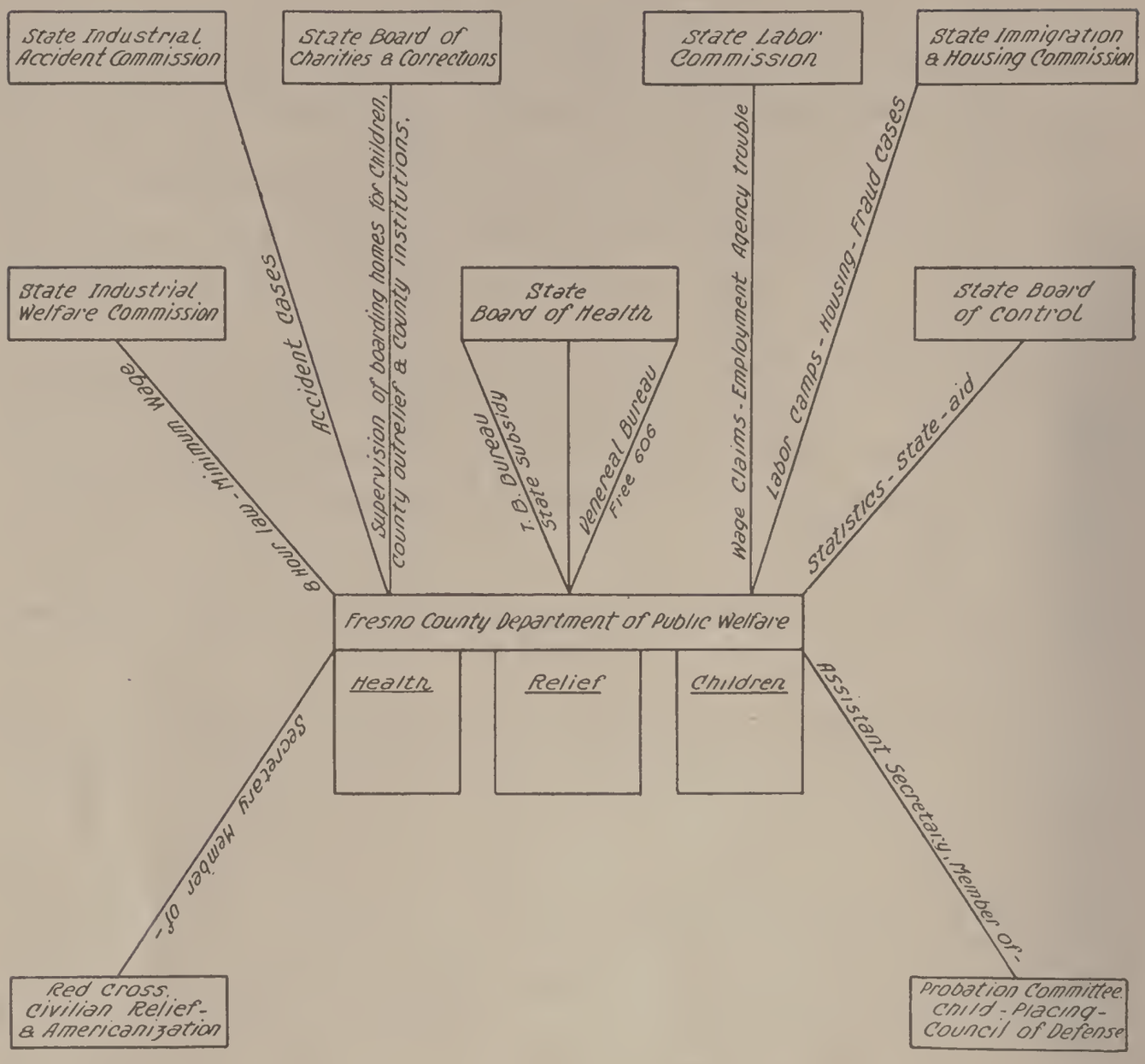
The San Francisco County office for the administration of state and county aid to half orphans living with their mothers was created in September, 1913, by an act of the board of county supervisors. Previous to 1913, San Francisco County through its Juvenile Court was boarding half orphans with own mothers or in foster homes, paying for their care at the rate of $11 per month per child where necessary. In cases where the child was not legally eligible for state aid the entire amount has been borne by the county. Having proved, by practical demonstration, the preventive and constructive value of maintaining the integrity and standard of the home, San Francisco County was one of the first to take advantage of the new clause in the state law—Chap. 323, Cal. Stats. 1913. In September, 1913, the county appropriated a definite sum for supplemental county aid to widowed mothers with small children and for the necessary running expenses of the "Widows Pension Bureau." The county appropriation has since been renewed, annually, at the close of each fiscal year and the amount increased as the exigencies of the situation required.

II. Administration.

The officers of the bureau are, respectively, (1) director, (2) assistant director, (3) social service visitor, and (4) clerk.

III. Investigation.

There is a preliminary investigation by the clerk at the time the application is made. This usually brings out any clear cause for disqualification, such as lack of evidence bearing on residence, marriage, death of husband, age of children, property or income above the limit set by the State Board of Control and the county bureau etc. It is


State Industrial Accident Commission
State Board of Charities & Corrections
State Labor Commission
State Immigration & Housing Commission
State Industrial Welfare Commission
State Board of Health
State Board of Control
8 hour law - Minimum wage
Accident cases
Supervision of boarding homes for children, county outrelief & county institutions.
T. B. Bureau
State Subsidy
Venereal Bureau
Free 606
Wage Claims - Employment Agency trouble
Labor Camps - Housing - Fraud cases
Statistics - State - aid
Fresno County Department of Public Welfare
Health
Relief
Children
Secretary Member of -
Red Cross Civilian Relief - & Americanization
Assistant Secretary, Member of -
Probation Committee Child - Placing - Council of Defense

estimated that about one-fourth of the total number of applicants is sifted out by this office investigation as ineligible and their applications are not placed on file. The social service visitor is given the list of new applications as filed each month, and after districting them, makes the first call on the family. At this time she secures the proper legal evidence, a financial statement of the holdings and income of the family together with facts concerning any outstanding mortgages or other debts; social data regarding the parents and children; the housing, rent, upkeep and equipment of the home; whether any roomers, boarders or tenants; physical and mental conditions of members of the household; moral atmosphere; names of relatives and of three citizens as references. These relatives and references are communicated with and where there is any evidence of resources within the family circle, these are utilized. The records of the various social agencies are searched for any history of previous aid given the family and there is good co-operation between the bureau and the other charitable organizations of the community.

IV. Supervision.

After the granting of aid, the assistant director of the bureau visits the family and keeps in touch with changing conditions. An average of three visits per year are made to each family. Where there are wage earners in the family, the amount of public aid is decreased in proportion as their earnings increase, until, eventually, as the family becomes self-supporting, the pension is withdrawn entirely. The visitor also watches over the physical and moral welfare of the family, obtaining hospital care for the sick, improved housing conditions, etc. Employment is also a problem that confronts this visitor, but, with a large and growing list of families to be visited, she has not the time to deal adequately with this important question. An average of 100 visits per month to families is maintained, not including visits to landlords, schools, clinics, employers and other necessary calls.

V. Records.

The records of the bureau are complete and well kept. The system includes: (1) An application book in which all applications are entered as received, chronologically, with date and memorandum of the disposition of the case; (2) card catalogue of all applications recommended for aid; (3) legal evidence file; (4) vertical file of all cases handled, commonly called the "Case History File," containing the report of the investigator and all correspondence connected with the case. In addition to these, there is a district book and map showing the location of each family that is receiving state aid. There are also ledgers in which are kept accounts with the individual families showing amount and date of relief.

VI. Basis of eligibility and relief.

The law sets certain restrictions around the granting of state aid to applicants, but the principal factor in determining whether or not a family is entitled to aid and the most difficult to define is "evidence of need." This is not defined by the law nor can it be, for the reason that the standards vary and conditions are constantly changing. For the purpose of having some working standard, the San Francisco bureau has established the following basis of need in this community: For a family of three or less a minimum income of $15 per person per month is necessary, for families of more than three, $10 per person per month and an additional $10 for house expense. For instance, a family of four children and mother, a total of five, would need an income of $60 per month to maintain a decent standard of living in a normal American home. When there are wage earners in the family, their wages are deducted from the minimum income and aid is recommended for the

net amount or deficit. Another important requisite in determining the basis of eligibility is "good moral atmosphere." In cases of drink or immorality in the home the aid is not granted through the Widows Pension Bureau, but the families are referred to the Juvenile Court where there is better machinery for dealing with delinquency.

The basis of relief naturally relates itself to the basis of need. As stated above, a minimum income of $10 per person being taken as a starting point, the deficit in the family income is met as nearly as possible by the grant of state and county aid. Where this is inadequate and there are older children working, an effort is made to help them to increased wages. Employers are usually very considerate of half orphans in their pay. However, boys and girls of 15 to 18 years old are not very efficient workers as they are virtually in training and their services are not worth more than small wage.

VII. Amount of aid given and method of distribution.

Amount of aid given. San Francisco County supplements the state aid to the amount of $4.75 per child when, in the judgment of the investigator, it is needed. In some cases, the amount of county aid is $6.25 per child, which is the maximum amount named in the law. The average amount of aid given, per family, is $22 per month.

Method of distribution. The checks are distributed through the three social agencies of the community, viz: the Children's Agency of the Associated Charities, the Catholic Humane Bureau and the Hebrew Board of Relief.

NEXT STEPS FOR CALIFORNIA COUNTIES.

Intelligent, constructive treatment of its dependents is a county problem than which there is none more important in relation to the future welfare of the community. To plan wisely involves a knowledge of the facts concerning each individual case so that the best remedy can be applied. Good relief work is not palliative but curative. The advantage of public relief over that administered by private agencies lies in its possibilities for wider outlook and abilities to correlate better the needs and resources of the community.

To make effective this advantage and at the same time safeguard it from perils of misuse or loss of personal interest, there should be at least one trained social worker connected with the relief work in each

county. A program for future progress in county government should work toward these objectives:

1. Trained workers as
   a. Probation officers.
   b. Relief agents.
   c. Hospital superintendents and employees.
   d. Health officers.
2. Organization of the county social work: An unpaid commission or department to appoint paid employees and handle all public relief and welfare problems.
3. Co-operation.
   a. Between county and state authorities.
   b. Between probation, relief, health, and child welfare agencies in the county.
   c. Between counties; *e. g.,* joint tuberculosis sanatoria, prison camps, health officers, transportation of indigents, etc.
4. Budget system: A modern system of budgeting county expenditures, apportioning adequate amounts to the various social agencies.
5. Employment of prisoners: On roads, levees, farms, quarries, etc., by single counties or by groups of counties and cities.
6. Boarding homes for children: Development of a boarding-out system of supervised foster homes through relief officers, juvenile courts, and private charities.
7. Charities endorsement: Control of all appeals made to the public for philanthropic purposes.
8. Extension of Health Service.
   a. Co-operation with other counties to secure trained health officers and visiting nurses; and to put into effect preventive public health measures such as those pertaining to isolation, sanitation, housing, etc.
   b. Out-patient work in county hospitals, county clinics and dispensaries; care of the sick in their own homes.
   c. Intelligent and humane treatment of the tubercular.
9. Humane care of the insane by
   a. Detention in hospitals instead of jails.
   b. Examination by expert alienists.
   c. Treatment of incipient cases.
   d. Informal court hearing in hospital.
   e. Transportation by trained attendants.
10. Full-time service of hospital superintendents, physicians, relief agents, probation officers, and other social workers so far as the extent of the work in the several counties demands.
11. Merit system of appointment, taking social service out of politics.

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